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The 1993 Transition Briefing Book

Issues and Opportunities For the Bureau of Land Management

Final Draft

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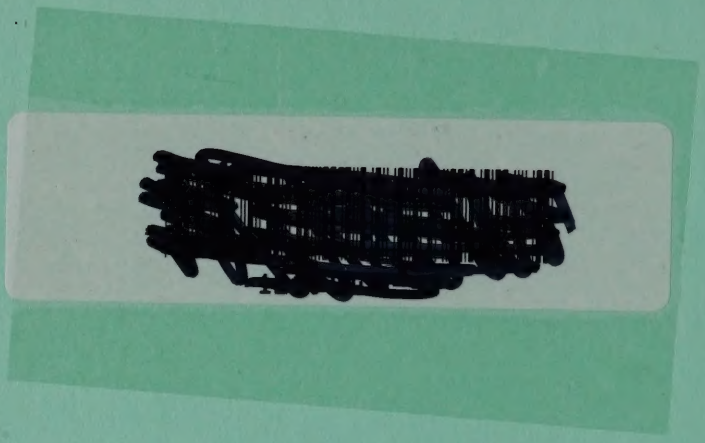

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Preface

❖Background❖

The Public Domain was created in 1780 with the ceding of the "western" lands of the day to the Federal government by several of the original 13 states. It was enlarged during the early days of the Republic by acquisitions such as the Louisiana Purchase. It was administered originally by the Bureau of Land Management's predecessor, the General Land Office. Since its inception the Public Domain has had three historical purposes:

- Generate revenue for the Federal Treasury
- Encourage settlement of America's Western frontiers
- Contribute to the economic and social well-being of the local communities of an expanding United States

Towards the end of the 19th Century a fourth purpose evolved:

- Preserve the amenities of nature for present and future Americans.

The Public Domain is the original land system of the United States. It is the system from which all other Federal land systems were derived; National Parks and National Forests, Military Reservations, and Wildlife Refuges, for example.

The Public Domain ultimately stretched from the Appalachian Mountains to the Pacific. It added up to 1.8 billion acres. Two-thirds of that acreage has since been disposed of to individuals, railroads, corporations, and the states. Much of the remaining land has been allocated for use in the several Federal land systems.

The Public Lands System today, a combination of remaining public domain and acquired lands managed exclusively by the Bureau, totals some 270 million acres located primarily in the 11 western states and Alaska. It encompasses almost half of all Federal acreage. The BLM also manages the subsurface mineral estate on some 300 million additional acres where the surface is in private ownership or is administered as part of another Federal land system, *e.g.*, the National Forests, Wildlife Refuges, and National Parks.

In addition to management of its lands, the BLM carries out two important historic public land functions for the United States and its citizens on all lands outside the 13 original states and Texas: it is the national surveyor of record through the rectangular public land survey system and it is the ultimate recorder of title to, and land status of, current and former Public Domain lands throughout the United States.

❖Mandate and Mission❖

A host of laws direct BLM's policy and operations. Chief among these are:

- Federal Land Policy and Management Act
- Wild and Free-Roaming Horse and Burro Act
- Payment in Lieu of Taxes Act
- Alaska Native Claims Settlement Act
- National Environmental Policy Act
- Acquired Lands Act
- Endangered Species Act
- Clean Water and Clean Air Acts
- Recreation and Public Purposes Act
- Oregon & California Revested Lands Act
- Taylor Grazing Act
- Minerals Leasing Act
- Geothermal Steam Act
- The Mining Law of 1872

The most significant of these is the *Federal Land Policy and Management Act* (FLPMA), commonly cited as the BLM's Organic Act. Among its many policy statements, four stand out:

- Public Lands will be retained in Federal ownership:
- The Public Lands System will be managed on the principles of multiple use and sustained yield:

- The use of Public Lands is to be accomplished without undue or unnecessary degradation to the land resource:
- The uses to be accommodated on any area of the Public Land will be established through a planning process in which the public will have full participation.

❖Mission Statement❖

The Bureau of Land Management (BLM) is responsible for the stewardship of our Public Lands. It is committed to manage, protect, and improve these lands in a manner to serve the needs of the American people for all times. Management is based on the principles of multiple use and sustained yield of our nation's resources within a framework of environmental responsibility and scientific technology. These resources include recreation; rangelands; timber; minerals; watershed; air; and scenic, scien-

As defined in FLPMA, multiple use of the Public Lands is the optimum combination of balanced and diverse resource uses that takes into account the long-term needs of future generations for renewable and nonrenewable resources.

❖Management Responsibilities❖

Clearly, Congress did not intend BLM to be a narrowly directed, single-resource oriented agency. This can be seen as a problem when dealing with single-purpose interest groups, each with their own particular agendas, or an opportunity when dealing with the overall needs of the public at the local, regional, and national levels. BLM can address the goals of many interest groups within it's vast public land holdings; truly the American public can "have it all" through a comprehensive management posture. Perhaps the biggest challenge for BLM and the Administration is to make "having it all" a greater reality and new direction for the management and stewardship of natural resources into the 21st century.

BLM's management of the public lands encompasses a wealth of resources as diverse as the people of the United States. The Bureau is entrusted with stewardship of the public lands that protects the qualities of scientific, scenic, historical, and archaeological values. It oversees outstanding roadless and wilderness areas, provides diverse opportunities for outdoor recreation, manages habitat for fish and wildlife, and seeks to maintain and enhance the biological diversity of its western landscape. At the same time, its renewable resources are managed on a sustained-yield basis, helping to satisfy the Nation's need for food, fiber, wood products, and even medicinal substances while making significant contributions to regional and local economies. BLM also manages non-renewable resources, such as oil, gas, minerals, and geothermal energy, to provide a secure source of domestic energy and strategically important minerals. In the process, BLM obtains a fair market return to the Federal Government, while encouraging orderly development of the resource by the private sector.

The key to effective multiple use management is a land use planning process that provides generaldirection for resource uses through a five to ten year horizon. Resource Management Plans developed by BLM reflect a strong emphasis on citizen participation.

❖The Public We Serve❖

Historically, BLM's principal customer, or public, has been America's rural population. BLM has always been an important element in the social and economic fabric of rural western America. However, much of the current demand for goods and services produced from the Public Lands System now comes from urban America. It is largely America's urban population that uses the food and fiber, the energy and minerals, and seeks out recreation opportunities on lands managed by the BLM.

Public users of BLM managed lands come in many and varied guises: it is the hunter, the fisherman and the family with the off-road vehicle, it is the Izaak Walton League and its Wetland Enhance-

ment Teams; it is the livestock operator, and his banker and barber, it is the state wildlife agency, and the Defenders of Wildlife; it is the logger, the mill operator, and young couple buying their first home; it is the oil driller seeking new discoveries to power our machinery and the power company needing a right-of-way to deliver electricity to schools, homes, and factories; it is the local community acquiring public land for a new sanitary landfill or a new city park; it is military seeking vast expanses of open land and airspace for special installations, weapons development, or training areas for national defense; it is the scientists trying to discover new insights about the ecology, the early settlement of the continent, and geologic processes; it is all of these and more.

However, BLM's most important publics are the generations yet to come.

❖The People and Organization❖

BLM's work force is as diverse as its range of programs and the land it manages. Consisting of 10,966 Full-Time Equivalent employment, it is made up of 9,784 permanent and up to 3,000 seasonal employees. BLM professions include land surveyors, geologists, realty specialists, foresters, range conservationists, botanists, archaeologists, wildlife biologists, fire fighters, hydrologists, soil scientists, law enforcement agents and rangers, petroleum, mining, electronic, and civil engineers, engineering technicians, economists, planners, ecologists, recreation specialists, land law and mineral adjudicators, records managers, computer specialists, systems analysts, and a variety of managerial and administrative support personnel.

The BLM is building upon its mission of balancing social, economic, and environmental needs in the development of its human resources into a workforce that is culturally diverse, service oriented, and that provides leadership for the future.

BLM offices are found in 213 different locations, including a headquarters office, 12 state offices, 59 district offices, 139 area offices and two major support offices. There are also other facilities such as visitor centers, fire stations and project offices in additional locations.

❖Balance Sheet❖

Bureau functions, individually and collectively, contribute in great measure to the social, economic and environmental well being of the nation. In the current fiscal year BLM activities are supported by an operating budget approaching $840 million; yet its activities historically generate Federal revenues well in excess of $1.0 billion of which hundreds of millions of dollars are shared with states and local units of government. Thus, BLM generates substantial revenues; and its activities are not only a crucial source of employment, family income, and local infrastructure but contribute to governmental services at all levels, especially in rural communities throughout the western states.

❖Where We Are Today—Prelude to the Year 2000❖

The BLM is riding the crest of a wave that began 20 years ago with an unprecedented number of resource and environmental laws, court decisions, and executive orders. In implementing these mandates, BLM is working to transform the public lands system into one that will meet the demands and needs of the Nation in the 21st Century and preserve those national treasures to be found on these lands for public enjoyment.

A host of changes are emerging, nationally and internationally, that will continue to affect and alter the role of the public lands system. A brief sample:

- The aging American society.
- Trends towards a global economy.
- The maturing of the information society.

- Continued American reliance on foreign energy and mineral sources.
- World-wide changes in the environment (ozone depletion, green house effect, acid rain, desertification and forest depletion).
- Growth of the Pacific Rim economies.

BLM employees at all levels care deeply about the lands and resource they manage and the people they serve. Over time, their jobs have grown more difficult, their concerns greater in scope, and the issues more numerous. Today, not withstanding the many benefits of today's programs and initiatives, employees recognize the need for change—in BLM and the way it does business. There is a positive view of the Administration's goals for change.

How BLM addresses the changing role, status and even the identity of the Bureau and its lands within the national framework will have a lasting legacy well into the next century.

BLM Highlights

- *Wetlands: more than 23 million acres*

- *Wild Horses and Burros: approximately 96 percent of all wild horses and burros are managed, protected, and controlled*

- *Wildlife Habitat: habitat for one out of every five big game animals in the United States, including over 600,000 caribou, 1.5 million deer, 300,000 antelope, 160,000 elk and over 20,000 bighorn sheep; 200 Watchable Wildlife Viewing Areas.*

- *Fishable Streams: nearly 169,000 miles of fishable streams - enough to circle the Earth six times - containing steelhead trout, salmon, and other sport fish.*

- *Forests: BLM manages about 50 million acres of forested lands - 22 million acres in Alaska and 28 million acres in the 11 Western States - including almost 8 million acres of commercial forest land with a productive capacity of about 1.4 billion board feet each year. Since FY 1989, the BLM has planted 72 million trees. Trees sold from BLM lands in FY 1992 supported local economies and returned 172 million dollars to the U.S. Treasury and states.*

- *Wilderness: more than 1.6 million acres of designated wilderness in 66 areas. Studies have been completed for an additional 25 million acres. BLM has recommended that 9.7 million acres of Wilderness Study Areas be designated as wilderness areas and 13.1 million acres be released for other uses.*

- *Archaeological and Historic Sites: caretaker of an estimated 4 million archaeological, historical, and paleontological properties. More than 400 archaeological and historic sites - encompassing 3,000 separate properties - are recorded in the National Register of Historic Sites. More than 150,000 recorded properties with archaeological and historic significance are located on BLM-managed public land.*

- *Special Management Areas: 525 designated Areas of Critical Environmental Concern encompass 8.7 million acres.*

- *Recreational Areas: thousands of unique recreational areas, including 32 Wild and Scenic Rivers, 29 National Trails, 726 developed and semi-developed recreation sites, 2,381 day-use units and 22,366 family camping units, 65,000 miles of roads suitable for recreation travel, 4.1 million acres located in designated areas such as National Conservation Areas, National Scenic Areas, and National Outstanding Natural Areas.*

- *Rangelands: about 170 million acres of public rangelands with over 19,000 permittees grazing livestock on these lands. BLM-managed rangelands provide about 10 million animal-unit months of forage to support about 4.3 million head of domestic livestock.*

- *Minerals: the major portion of the undiscovered but geologically predictable domestic deposits of numerous strategic or important minerals, including; aluminum, antimony, beryllium, bismuth, cadmium, chromium, cobalt, copper, fluorspar, manganese, mercury, molybdenum, nickel, platinum, group metals, silver, tungsten, and vanadium. In addition, BLM lands contain 60 percent of the nation's lead, 90 percent of its potash, 50 percent of its sodium and gold, 35 percent of its uranium and world class deposits of zinc.*

- *Oil Resources: about 1.4 billion barrels of proven oil reserves and prospective sources of oil and gas on an undetermined portion of the 570 million acres of mineral estate.*

- *Natural Gas Reserves: approximately 12.5 trillion cubic feet of proven natural gas reserves.*

- *Oil Shale: 80 percent of the Nation's oil shale.*

- *Coal: one-third of the Nation's coal supply.*

- *Geothermal Energy: prospective sources of energy on more than 55 million acres, plus 2 million acres of known geothermal resource areas.*

VOLUME I

BLM: ITS PROGRAMS AND CURRENT ISSUES IN BRIEF

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Introduction

❖Purpose❖

This document is intended to highlight those key activities, program events and emerging issues that have near term implications for BLM, its Directorate and Departmental officials. Included are pending Bureau decisions and action-forcing events likely to require the attention and direction of BLM's new leadership in the months to come.

❖Overview❖

BLM's roots are as old as the Republic and the nation's westward expansion across the continent. Despite 200 years of transferring public lands to individual citizens, industries, states and other federal agencies, no other land management agency in the entire United States continues to administer such an immense land base that offers the wealth and variety of goods and services to America as does the BLM. This includes 270 million acres of surface estate, thirteen percent of the nation's land area, with another 300 million acres of mineral or subsurface estate under other surface ownerships.

Concentrated primarily in the eleven western states and Alaska, these lands comprise from twenty to eighty percent of the ownership of the individual states and/or their political subdivisions. They play a significant role in the environmental and socioeconomic fabric of the nation, its western states and local governmental units.

❖Programs❖

BLM programs are as diverse as the expanse of geography it administers—from tundra to mangrove swamps of Florida, from rain forests to deserts, from alpine meadows to mineral rich hills, from dry lake beds to wild, untamed rivers—programs which may be broadly defined in terms of:

- The husbandry of our physical resources, be it air, soil or water, for public benefit including protection from undue loss, degradation and toxic contamination.

- The maintenance and enhancement of biological resources which provide a broad mix of genetically diverse natural plant and animal communities, provide forage, cover and habitat for wildlife and livestock alike; and yield commercial forest products for building and housing America.

- The management of vast realty assets for public and private use ranging from lands on which to build utility corridors, municipal facilities or commercial sites, to those needed for military use or to satisfy Native American claims against the United States.

- The preservation of outstanding historic, cultural, recreational, and wilderness attributes for public enjoyment and protection of public lands and resources from illegal use and wildfire.

- The management and development of Federal energy and mineral resources to help fuel the nation's economic engine and provide base commodities for a competitive industrial society.

- The development, maintenance and improvement of the public land infrastructure, it's management systems and agency administration to insure effective delivery of goods and services to the public.

No other public land and resource base in America delivers as much in meeting the needs and expectations of our people, because no other public land system is governed by the variety of management authorities which contribute to such a diversity of program activities. Nor can it be rivaled in its potential for sound ecosystem management, including sustainable development and biodiversity. It is a system which should be preserved and effectively managed to continue its many contributions now and well into the 21st century.

The Physical Resources—Soil, Water and Air

◆The Program◆

No single set of natural resources are as important to the public's welfare as the air we breathe, the soil supporting natural vegetative communities and water that sustains all forms of life. Because of its vast size and distribution, BLM lands play a major part in the condition and quality of these basic environmental attributes throughout the western United States.

The consideration of soil, water, and air is basic to meeting many of the multiple-use objectives of the BLM, including the mandates of the Clean Water and Clean Air acts. Through the assessment and inventory of soil, water, and air resources, information is provided for multiple-use planning and management. To this end BLM conducts an active program of soil surveys and mapping, often in cooperation with the Soil Conservation Service. It also engages in selective water monitoring at some 3,000 stations—for both point and non-point sources of water pollution and to evaluate the impacts of Bureau activities on soil and water quality. Air quality is measured from 135 weather stations and 15 acid rain monitoring stations to provide climate information for use in a wide variety of management activities, both public and private.

The soil, water, and air program also achieves objectives specific to water and air quality, watershed improvement, and riparian-wetland area enhancement. For example, hundreds of watershed improvement projects are completed each year. These improvements are designed to reduce erosion and sediment, improve water quality, stabilize stream banks and channels, reduce salinity, recharge ground water and improve water quality. Maintenance of existing improvements continues.

The Bureau has a systematic strategy for implementing salinity control on public lands in the Colorado River Basin in support of international treaties with Mexico. BLM is an active participant in Global Change Research as part of a Presidential Initiative developed by the Committee on Earth Sciences of the Federal Coordinating Committee for Science Engineering and Technology. The BLM program called "Ecological Change in Environmentally Stressed Ecosystems of the Western and Northern U.S.," consists of six cooperative research projects with selected western universities.

To insure rights to water for its programs, BLM is participating in basin-wide water right adjudications in seven western states. Progress is also being made toward meeting the overall goal of quantifying all existing water uses to facilitate water right claims on public lands and filing for such rights where applicable under state water laws.

Highlights

- *Over 50% of BLM lands have been mapped for soil classifications*
- *BLM monitors over 3,000 watershed stations to assess progress in watershed and water quality improvements*
- *Air monitoring and modeling is used to help insure compliance with air quality standards*
- *BLM's ecosystem research is international in scope involving significant cooperation with the Russian Republic*
- *There are over 40,000 BLM water resources that require water rights filing or adjudication*
- *About 160 emergency response sites involving hazardous materials are identified on BLM lands each year*

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Perhaps no other BLM activity has such a profound, long term effect on the protection of public health, safety and the environment as an active, effective, Hazardous Materials Management Program. This BLM program is based upon requirements for compliance with the *Resource Conservation and Recovery Act*, which established standards for the treatment, storage and disposal of all solid and hazardous wastes; the *Comprehensive Environmental Response, Compensation and Liability Act*, which assigns liability for cleanup of spills and abandoned waste sites; and other Federal and State laws that regulate the management of hazardous materials.

❖Action Events and Issues❖

Major events and issues impacting BLM's soil, water, air and hazardous materials programs having near-term implications include:

Water Rights and Availability

• *Address Water Availability and Participate in State Water Rights Adjudication*: Water rights in western states continue to be a controversial issue. A tremendous increase in work on water resource allocations has occurred in the western "appropriation doctrine" states over the past few years. State water management agencies have expanded their definitions of beneficial uses and are recognizing public trust requirements. For example, BLM-Idaho is involved in a court-ordered basin-wide adjudication of water rights in the Snake River Basin. BLM has over 23,000 water rights filings in the basin and expects to be a party to at least 2,000 law suits statewide—all of which require BLM participation and expenditure of staff time and limited funds (*e.g.* for filing and processing fees). Similar concerns exist in other states.

• Water Quality Management: The BLM is heavily involved in control of nonpoint source discharge (*e.g.* stormwater runoff) and has been authorized as the Designated Management Agency for BLM-administered lands in each of the western states. Agency personnel have worked with EPA and state water quality specialists to develop "Best Management Practices" for activities which occur on these lands

Hazardous Materials Management Activities

• *Comply with the Federal Facilities Compliance Act (FFCA)*: BLM must comply with the FFCA since Federal agencies are now subject to civil and administrative penalties for violations. This places a significant fiscal risk on the BLM for all the land and appurtenances it manages. This legislation waives sovereign immunity for federal agencies with respect to all federal, state and local solid and hazardous waste laws and regulations.

• *Control Contingent Liabilities*: When the BLM sends hazardous waste to disposal facilities, potential financial obligations against the Bureau that could result. BLM has an ongoing program to control waste disposal procedures.

• *Inventory Hazardous Materials*: Conduct inventories, at an adequate rate, of Public Land uses and land for potential hazardous materials releases as well as audits of BLM facilities to identify conditions and activities that present significant risk of hazardous materials release or threat to human health or the environment is ongoing.

• *Clean up of Hazardous Materials Sites on the Public Lands*: In addition to conducting small emergency hazardous materials cleanups more than twice weekly, the BLM has been named as a potentially responsible party for significant cleanups at several locations on the public lands such as Atlas Asbestos Mine (CA), Lee Acres Landfill (NM), Oroville Landfill (WA), and Murtaugh Landfill (ID). At least four sites (Clark Fork River (MT), Smuggler Mountain Mine (CO), Atlas Asbestos Mine (CA) and Lee Acres Landfill (NM)) have already resulted in litigation being filed against BLM and more are anticipated. Potential liabilities in these cases could be as high as several hundreds of million of dollars.

Natural Resources and Research Center

- *Establishment of Center*: The BLM's Bureau Management Team (BMT) has endorsed the establishment of the Natural Resources and Research Center (NRRC). The NRRC was proposed by the National Public Lands Advisory Council and is a fundamental part of the BLM Strategic Plan for Science and Technology. The NRRC will serve as the BLM's national focus point for research coordination, science communication, and technology transfer. It will: ensure that research directly serves BLM's needs and priorities, coordinate research with others, increase use of useful research regardless of source, avoid duplication, increase awareness of BLM research, develop management tools and expertise, and transfer information and technologies to managers to improve policies, decision-making, efficiency and effectiveness.

All design steps—*e.g.*, a charter, proposed duties, working concepts, proposed table of organization, initial staff assignments, budget, etc.—have been approved, except for the decision on NRRC location. All implementation steps have been identified as well as staff to carry them out.

Review of and decisions on the proposal, location and subsequent timing of implementation would be the next logical steps to continue this initiative.

The Biological Resources

❖The Program ❖

The biological resources under BLM administration consist of a rich tapestry of plant and animal life. They in turn form a diverse array of ecosystems, which with sound management contributes to the biological diversity, health and sustainability of our public lands.

In response to new public land issues, BLM is in the initial stages of developing an ecosystem management process in cooperation with a broad spectrum of interests. Intended to promote sustained development while enhancing biological diversity, its principles are to be integrated into all aspects of public land management to provide goods, services and other public needs and values well into the next century. .

BLM Forestry

The variety of forests and woodlands managed by the BLM is striking: aspens in Colorado, ponderosa pine in New Mexico, pinon junipers in much of the Great Basin country, the towering Douglas-firs of western Oregon, oak woodlands in California and black spruce in Alaska.

Some of the BLM's forests are among the most productive in the world. But there is more to a forest than the trees and the timber products it provides. Fish and wildlife depend on forests and woodlands for habitat. Healthy forests help keep water clean and flowing. More than ever, people flock to the forests to get away from the city—to hike, camp, fish, hunt or just take in the clean air and enjoy the sights.

Forests: Our Growing Legacy is BLM's response to the public's interest in the non-commodity side of forest management, such as recreation, wildlife habitat and riparian areas. Our goal is to plan into the next century and to take an ecosystem approach to long-term sustainable management of forests.

Highlights

- *Manages 48 million acres of forested land—22 million acres in Alaska—26 million acres in lower 48 states*
- *12 million acres of commercial forest land has historically provided in excess of 1 billion board feet of sustainable timber supplies*
- *On behalf of Riparian and Wetland Areas, completed 680 site restoration and improvement projects and monitors management actions on 544 enhancement plans and riparian-wetland sites*
- *Manages 170 million acres of public rangeland, providing seasonal forage for 4.3 million head of livestock*
- *Oversees 22,600 allotments used by 19,600 livestock operators*
- *Manages over 50,000 wild free roaming horses and burros on the public lands*
- *Manages 206 million acres of big game habitat and 233 million acres of small game habitat including habitat for endangered species*
- *Manages 155,000 miles of fishable streams enhancing recreational fishing opportunities*

Riparian-Wetland Zones

Riparian-wetland areas on Public Lands comprise 23.7 million acres, or 8.8 percent of the lands managed by the BLM. The Bureau's Riparian-Wetland Initiative protects watersheds supporting the widest variety of vegetation and habitat diversity for wildlife, fish and livestock. This interdisciplinary strategy complements other BLM resource management programs.

The BLM has been emphasizing restoration and maintenance of these rich riparian-wetland areas, with the goal that 75 percent or more of these areas will be in proper functioning condition by 1997. To achieve that goal, the BLM has expanded and improved key areas to provide for maximum public benefit, protection and enhancement. The BLM also began an aggressive riparian-wetland information and outreach program to raise public awareness of the value of healthy riparian-wetland areas. In addition, the Bureau maintained and fostered new partnerships with Federal, State and local governments, interest groups and private organizations to improve riparian-wetland areas.

Rangelands

BLM manages 170 million acres of public rangeland. Its range program emphasizes a balance in the management of riparian and upland ranges to manage vegetation to protect and improve these resources for multiple uses, including livestock grazing.

Healthy soils and range vegetation remains the key components to upland and riparian rangeland ecosystems, and rangeland inventory, monitoring and improvement continues to be among the BLM's top priorities. By managing the timing and duration of livestock use, the BLM improves vegetation production, controls erosion, recharges aquifers and enhances riparian conditions.

In 1990, the BLM issued its *Range of Our Vision* strategy aimed at achieving rangeland objectives.

Success in the improvement of range conditions (80 percent in a stable or improving trend) is the result of sound land-use planning and cooperation with government agencies, range users interest groups and others at both the national and local levels. With the support of Congress and the public, the BLM is confident that the ecological health of the public rangelands will continue to improve into the 21st century.

Wild Horses and Burros

The BLM manages and protects America's wild horses and burros under the *Wild Free-Roaming Horse and Burro Act of 1971.*

Maintaining healthy herds of wild horses and burros as part of a thriving natural ecological balance is a fundamental challenge for the BLM. The Bureau determines how many animals the range can support and places excess animals in private care. The BLM also protects wild horses and burros from harassment.

Through the BLM's Adopt-a-Horse-or-Burro Program, more than 105,000 wild horses and burros have been placed in private care. Demand for animals is national in scope and particularly high in the east where there is an aggressive marketing program.

BLM is improving on-site management of horses and control the animal population through such methods as fertility control, selective gathering and better habitat monitoring.

Wildlife Habitat and Fisheries

Public Lands provide homes for more than 3,000 species of mammals, reptiles, fish and birds. More than 216 species of animals and plants found on these lands are considered threatened or endangered. The BLM must provide protection and enhancement of these valuable habitats while providing for such other uses as recreation, mineral development and livestock grazing.

The BLM in 1987 launched *Fish and Wildlife 2000—A Plan for the Future.* This strategy sets forth a framework for effective management of fish and wildlife resources into the 21st century.

Managing 20 million acres of habitat critical to the survival of fish, wildlife and plant species has been a major thrust since the plan's inception. As a result, some populations of threatened and endangered species have increased and are on the way to recovery (*e.g.* the Bald Eagle, American

Peregrine Falcon, Foskett Speckled Dace, and the Ash Meadows Pupfish).

The BLM has signed long-term, nationwide agreements with a number of organizations, such as Ducks Unlimited, the Rocky Mountain Elk Foundation and Quail Unlimited, to complete projects benefiting fish and wildlife. In addition, the Bureau's Challenge Cost Share Initiative allocated money for projects that were backed with matching funds, materials and labor by State agencies, conservation groups and private citizens.

BLM has also been active by working with others to improve wildlife viewing opportunities for the public. The BLM has established 159 Watchable Wildlife viewing sites in the 11 western states and Alaska. In addition, the BLM and Forest Service have sponsored Watchable Wildlife workshops to help teams of recreation and wildlife specialists develop and interpret watchable wildlife resources.

❖Action Events and Issues❖

Major events and issues impacting management of the Bureau's biological resources and ecosystems in the near term include:

Management of Western Oregon Forests

- *Spotted Owl Impacts*: The BLM manages the forests of western Oregon under several Federal laws, which challenge the Bureau to address the needs of local economies while conserving natural resources.

The BLM's focus on the northern spotted owl intensified in July 1990, when the bird was listed as a threatened species under *The Endangered Species Act*. The BLM has monitored the species for almost 20 years, and has considered it in forest management programs since the mid-1970s.

Litigation and resulting court injunctions have virtually brought BLM timber sales in western Oregon to a halt, pending completion of court-ordered environmental work. This issue is being addressed in new BLM forest plans for western Oregon.

However, the spotted owl issue and timely completion of western Oregon forest plans are further clouded by lack of a formal spotted owl recovery plan, recent court action negating FWS critical habitat designations on procedural grounds, and possible legislation, as noted below.

- *Timber Summit and Pending Legislation*: Successful environmental court injunctions have brought to a virtual standstill any new, additional supplies of either BLM or Forest Service timber in much of the Pacific Northwest. A number of bills were introduced during the 102nd Congress to rectify the central issue of old growth preservation and regional timber supply without success. President Clinton committed his administration to an early Northwest Timber Summit to end the present gridlock and to resolve the fate of remaining old growth forests vis-a-vis future timber supplies so critical to Oregon and Washington economies.

This summit follows an earlier one chaired by Senator Hatfield, involving Oregon's Governor and its entire Congressional delegation and which lead to a temporary "solution" by way of the §318 rider to the *Fiscal Year 1990 Department of the Interior Appropriation Act*.

This new summit would presumably lead to permanent national legislation which will be of vital interest to the region including the environmental community, timber industry, labor unions and counties who share in Federal timber resources. BLM and Departmental involvement will be extensive in both administrative and legislative arenas.

- *Forest Plans*: The BLM has been moving towards an ecosystem approach to forest management for the last three years through the strategic plan *Forests: Our Growing Legacy* and the development of new resource management plans in western Oregon. One result of this change in policy will

be to reduce the use of clearcutting as a preferred silvicultural practice and initiate management on a landscape scale. There will be an emphasis on biological diversity and retention of structure in forest stands that more closely imitates natural systems. Impacts of management on the northern spotted owl as well as other threatened or endangered species is also being addressed.

The six western Oregon Resource Management Plans (RMPs), which will be finalized in June of 1993, will implement this new policy by integrating the soil, water, air, wildlife, forest, mineral, cultural, recreational, etc. resources and their subsequent uses into a balanced, sustainable approach to management. These—as well as other RMPs outside western Oregon currently being developed—emphasize ecosystem management on a landscape basis. Records of Decision for each of the six western Oregon RMPs are due to be completed in July 1993.

Riparian-Wetland Initiative

- The *Riparian-Wetland Initiative for the 1990's* provides a blueprint for management and restoration of riparian (streamside) areas and wetlands encompassing 23.7 million acres of BLM lands.

In 1985 the BLM started to intensify its effort to better manage riparian and wetland areas. The BLM's Riparian Area Management Policy was issued in January, 1987. This effort gained more momentum in 1988 and developed into a full fledged comprehensive initiative in 1990 with the issuance of the strategic document titled the *Riparian-Wetland Initiative for the 1990's*. BLM's progress in meeting the initiative's objectives and accountability for spending the funds properly is being monitored by a number of conservation and environmental groups. Grazing permittees and their associations are concerned that this initiative may result in vast areas of riparian-wetlands being removed from livestock grazing.

Rangeland Management

- *Range of our Vision*: In July 1991, the National Public Lands Advisory Council established a small "Blue Ribbon Panel" to develop recommendations for BLM's rangeland management program. The report recommendations provided the framework for a strategy plan for the Range Management program called the *Range of Our Vision* to guide the range management program through the 1990's. Review and approval of the revised *The Range of Our Vision* strategy plan is planned for completion in early 1993.

- *Incentive-Based Grazing Fee*: Fees charged for grazing livestock on public land have been an issue since the beginning of the 20th century. Studies on grazing fees and economic value of forage have repeatedly occupied economists for most of the time since then. Congress has devoted considerable effort in searching for a fair and reasonable grazing fee for the public lands. Likewise, rangeland condition and progress of recovery of rangelands in poor condition have been a long-standing controversy.

One approach to the fee question is to allow grazing fee credits to public land ranchers who improve the range conditions and accelerate rangeland recovery and enhance public values. BLM formed a team to develop the concept of an incentive-based grazing fee system (IBGFS) and test its application on-the-ground. The grazing fee task force is comprised of employees and members of academia. The fee concept would be designed to grant discounts to operators who achieve or maintain good rangeland condition as determined by the Bureau's standards. Operators who do not improve the rangelands would pay the full grazing fee. The concept would be open to all BLM and USFS permittees in the 17 western states.

At present, the task force is gathering data to evaluate the value of the forage in each test region (WY, CO, ID and NM) and to assess the feasibility and capability to operate a IBGFS.

Approval on the required policy could be in place in time for a progress report to Congress by March 1, 1993.

Noxious Weeds

- Termed an explosion in slow motion, noxious weed management is the largest single threat to native plant biological diversity on Public Land, particularly rangelands. Expanding from 3 million acres to 6 million acres, noxious weeds are projected to occupy 15 to 20 million acres by the year 2000. BLM's ability or inability to match control efforts on adjoining private or state lands is a constant issue throughout the western United States.

Strategic Plan for Management of Wild Horses and Burros

- *Strategic Plan*: The Strategic Plan identifies long-range management goals encompassing all aspects of the wild horse and burro program including, among other things, attainment of appropriate population levels on all herd areas within six years—by 1999.

The National Wild Horse and Burro Advisory Board completed a 2-year program review and submitted recommendations to both Secretaries of Agriculture and Interior on January 30, 1992. The basis of the Strategic Plan are the Board's recommendations which are undergoing review by internal work groups along with comments and information from interest groups. Work group reports are due April 1993, which will make recommendations as to changes necessary to implement this plan.

Wildlife Habitat and Fisheries

- *Fish and Wildlife 2000*: BLM's strategy plan for Fish and Wildlife, called *Fish and Wildlife 2000* approved in May 1987, provides a comprehensive set of strategies for the management of the vast fish, wildlife, and special status plant resources on the Public Land through the year 2000. More than 3,000 species of wildlife and fish live on Public Land, including 216 federally listed threatened and endangered species and 1,200 candidate plant and animals species. The BLM manages more fish and wildlife habitats than any other organization, and these highly diverse habitats encompass deserts, rangelands, forests and tundra.

- *Pacific Northwest Salmon Recovery*: The BLM administers approximately 13,000 miles of anadromous fish spawning and rearing streams in the Pacific Northwest states and Alaska. These fish are of critical importance to the cultural, economic, and recreational well-being of the west coast.

National and regional concern for the decline of anadromous fish stocks in the Pacific Northwest has increased dramatically in recent years. One stock has been listed as endangered under *The Endangered Species Act*, two more are listed as threatened, and many more wait in the wings. In May 1991, the American Fisheries Society published a list of 214 naturally spawning anadromous fish stocks on the west coast that are either at high risk of extinction (101), moderate risk of extinction (58) or of special concern (54). Initial estimates show that approximately 40 percent of the 214 stocks occur on BLM lands. Concern over dwindling salmon populations in the Columbia Basin prompted a series of meetings in late 1990, that became known as the "Salmon Summit." From those meetings, a plan was developed to improve anadromous fish habitat on BLM land in ID, OR/WA. The plan was submitted to and approved by the Northwest Power Planning Council in December 1991, and has widespread implications for BLM activities, especially in the Columbia Basin.

Ecosystem Management Concept Review

- The direction of modern management concepts, including biological diversity, desired future conditions, integrated resource management, and sustainable development will have an effect on BLM decision-making processes. BLM has initiated several projects to identify methods

that will enable the BLM's planning system to accommodate these new concepts and provide a better foundation for new and improved multiple-use decisions and management. These efforts are underway and expected to be completed by 1995.

Environmental Monitoring and Assessment

- *Participate in the Environmental Monitoring and Assessment Program (EMAP)*: BLM, through a memorandum of understanding, has joined with the EPA and several other federal agencies to permanently monitor the condition of the nation's ecological resources by implementation of the EMAP. EPA reimbursed BLM for personnel and services during FY 1992 and FY 1993. Within the next several years, it is planned that funding will change from an EPA-reimbursable basis to an individual agency direct appropriation basis. In order to continue participation, a decision must be made to pursue appropriated funds. EPA has requested participating agencies to charter a national-level management structure which may involve several DOI agencies and Assistant Secretaries.

Lands and Realty

◆The Program◆

At its maximum extent, the original public domain of the U.S. consisted of approximately 1.8 billion acres. More than 1.1 billion acres of this have been transferred out of Federal ownership through homestead grants, sales, railroad grants, grants to States to help support public schools, and other means. The BLM has management authority for some 270 million acres of the remaining public land.

The BLM offers a variety of land and realty services to the public as well as State, local and Federal agencies; services not readily available from other lands administrated by the United States. These services allow for actions such as providing land for community expansion, sites for public and private facilities, withdrawing lands for use by other Federal agencies and sale of isolated tracts, and other authorized forms of private development under existing land laws. Rights-of-way and leases or permits are used to authorize land uses that do not require the transfer of land out of Federal ownership. Land authorizations and disposal entail not only preliminary land use planning, site examination, NEPA compliance, appraisals for fair market value and realty casework; but also land survey and boundary determinations.

Additionally, the program features the exchange of BLM lands for other properties to improve efficiency of land management patterns, acquisition of holdings by purchase or exchange to bring special lands and their resources into public ownership, classification of lands for potential uses, resolution of unauthorized uses of the public land, the systematic review of public land withdrawals for the benefit of other Federal programs, and assistance to the public on public land status and uses and information on the public land laws.

Highlights

- *Title to about 1.1 billion acres (under a variety of laws) has been transferred to individual citizens, business, and State and local governments from the original public domain of the U.S.*
- *BLM manages some 270 million acres of the public land, about one-eighth of the total land surface of the U.S.*
- *The present rectangular system of public land surveys was established by the Ordinance of 1785*
- *The first land patent issued by the Federal Government was issued by the Board of Treasury on March 4, 1788*
- *Over 3,000 new land use permits and leases are authorized each year by BLM. Additional mineral and grazing leases are also administered by BLM*
- *BLM manages over a billion public land records*
- *Revenues generated from the sale or lease of public lands administered by BLM amount to some $6 million a year*
- *Some $100 million of payments in lieu of taxes (PILT) are distributed by BLM to the individual states each year*

The BLM is responsible for the retention and continued operations of the official public land records of the U.S. This involves the maintenance of the Federal records for the rectangular survey system which now extend to over 1.4 billion acres of the original 1.8 billion acre public domain and includes two important historic public land functions for the United States and its citizens on all lands outside the 13 original states: it is the national surveyor of record through the rectangular survey system and is the

ultimate recorder of title to, and land status of, current and former Public Domain lands throughout the United States.

In Alaska, BLM emphasis is on the conveyance of land to fulfill the land entitlement granted to the State of Alaska upon statehood and to Native Corporations and individuals pursuant to the *Alaska Native Claims Settlement Act.*

❖Action Events and Issues❖

Major events and issues involving the lands and realty programs that have near-term implications involve:

Alaska Land Transfers

• Continued emphasis is necessary to ensure progress in completing Alaska cadastral surveys supporting land transfers to the State of Alaska, Native corporations and individuals as required by legislation. In total, 155 million acres of Federal land in Alaska must be transferred to other ownerships of which 86 million acres have already been completed. Much of this survey work will be accomplished by contracting under the authority of the *Indian Self-Determination Act (P.L. 93-638).* Completion of land surveys is several years behind schedule.

Withdrawal Review

• FLPMA required review of certain withdrawals in the 11 western states, excluding Alaska, to be completed by 1991. This program was delayed by a 5-year law suit which precluded processing withdrawal reviews. Additional emphasis is now being focused on Bureau of Reclamation withdrawals, of which approximately 5,000,000 acres are in the review process.

Streamlining the Appeals Process

• In furtherance of the Department's commitment to improve processes for resolving appeals, the BLM has prepared an options analysis for improving the Department's appeals resolution process for lands and minerals appeals in BLM and royalty appeals in MMS. One of the principal reasons for this initiative is a public perception that the existing process is cumbersome and ineffective.

The latest draft of the options paper was prepared September 30, 1992, but has not yet been finalized. Options addressed in the document focus on the following four objectives: 1) reduce the number of steps in the appeals resolution process; 2) use or delegate the authority of the Secretary to decide appeals of Bureau decisions; 3) reduce abuse by the appealing parties of the appeals process; and 4) streamline existing appeals processes.

Navajo-Hopi Legislation

• A Federal Court appointed mediator negotiated an agreement whereby some 150 Navajo families would be granted 75 year homesite leases on the Hopi Reservation. The Hopis would receive a $15 million payment by the Federal government and 400,000 acres of private, State of Arizona, and Federal land purchased by the Navajo Tribe. This settlement will involve some 8,000 acres of BLM-administered lands and 200,000 acres of Forest Service-administered lands. Legislation will be necessary.

Utah State Exchange Legislation

• The State of Utah will attempt to have legislation enacted to provide for the exchange of state lands within National Parks, National Forest, and Indian Reservations for an equal value of Federal mineral interests and some public lands. This legislation died in the closing days of the last session of Congress and had the support of the Department.

Preserving America's Heritage Initiative

BLM has the legal responsibility to maintain copies of all original survey documents, land titles and deeds for present and former public domain lands. Totalling some 5 million documents, these invaluable records are in the custody of BLM's Eastern States Office. In 1989, a multi-year project was initiated to preserve and automate the retrieval of these deteriorating documents, some dating as far back as 1790.

Eighteen percent of the records have been automated using state-of-the-art optical scanning technology. The states of Arkansas, Louisiana, Wisconsin, Florida, Minnesota, and Michigan are complete; Ohio and Mississippi are underway. George Mason University is completing a study of potential markets for the automated data and a pilot effort to provide remote public access to this data is scheduled to begin in Arkansas in January 1993.

Interest extends to Congressional delegations, other Federal agencies, state and county governments, title, real estate and insurance companies, law firms, historical and genealogical societies, the minerals industry and others who are dependent on these records and which, in many cases, are the last and only resource for resolving land ownership questions. International entities and foreign delegations are also very interested in the technology and it's applications. Successful completion of the pilot and any subsequent refinements could, with additional support, lead to an integrated remote-access network to all BLM state offices in addition to potential users as early as 1996.

Preservation, Protection and Public Enjoyment

❖The Program❖

BLM lands provide diverse opportunities for public appreciation and enjoyment. At the same time, an adequate level of protection from impacts of man and the destructive forces of nature must be provided to preserve and protect its unique features, its productivity, and the safety and welfare of its public visitors. This category includes BLM programs concerning outdoor recreation, cultural and historic sites and relics, preservation of wilderness, enforcement of laws and regulations, and wildfire protection.

Recreation Management

The BLM offers the public the most diverse recreational opportunities of any Federal land management agency. The Bureau oversees areas of special importance to Americans, including more than 2,000 miles of Wild and Scenic Rivers, 1,700 miles of Scenic and Historic Trails, 6 National Conservation Areas and a National Recreation Area. BLM also operates and maintains 726 designated picnic and campgrounds throughout the western United States, many within a short distance of major metropolitan areas such as Los Angeles, Denver, Phoenix, Portland, Albuquerque, Boise and Salt Lake City.

The BLM's Back Country Byways program—part of the larger National Scenic Byways Program offers—the American motoring public an opportunity to rediscover the splendor of the West's Public Lands. To date, 50 BLM Back Country Byways have been designated, covering 2,500 miles.

Recreation 2000 is the BLM's blueprint to meet the increased demand for recreation on the Public Lands. It is intended to (1) provide quality service to visitors, (2) maintain facilities in their best possible condition and open new facilities when appropriate and (3) improve the BLM's ability to protect recreation areas and related natural resources from needless loss or damage.

Highlights

- *Hosts over 95 million recreation visits on BLM lands*
- *Provides recreation information to more than 2.4 million homes and 70,000 travel agents through a National computer information service*
- *Completed a wilderness inventory and study of 180 million acres—examining more than 26 million acres of Public Lands as potential wilderness*
- *Administers 216 areas listed on the National Register of Historic Places, 5 World Heritage Properties and 22 National Historic Landmarks*
- *Recorded over 150,000 archaeological and historic properties on more than 9 million acres of Public Land*
- *Seized illegal drugs worth more than $260 million in 1991 and increased arrests from 27 in 1989 to 178 in 1991*
- *Fought almost 1,900 fires on or threatening BLM lands holding losses to about 563,000 acres*

The BLM boosts State and local economies through its aggressive tourism, public information and outreach efforts. It also fosters relationships with local communities, other Federal agencies and private groups through partnerships to improve recreation management.

Wilderness Areas

Under the landmark *Wilderness Act of 1964*, wilderness is defined as "an area where the earth and its community of life are untrammeled by man, where man himself is a visitor who does not remain."

Recommendations are awaiting congressional action to designate nearly 10 million acres of Public Lands administered by BLM in 328 areas. This is in addition to approximately 1.6 million acres in nine states previously designated by congressional action.

These recommendations are the culmination of the BLM's wilderness study process, which began when Congress passed FLPMA in 1976. They are based on a $100 million study of over 26 million acres of potential wilderness identified in exhaustive inventories with full public review.

Adventures in the Past

The Federal government's largest, most varied, and scientifically most important body of cultural resources is found on BLM Public Lands. World class paleontological resources are also found on BLM-managed lands.

The BLM initiative *Adventures in the Past* responds directly to the goal of not only preserving America's treasury of Public Land resources, but also greatly enhancing the access Americans have to these resources. It also promotes National education goals, particularly in the science and math fields, by offering unique education experiences in archaeology, encouraging scientific study of the BLM's outstanding cultural resources and identifying research projects with management benefits.

Through *Adventures in the Past*, the BLM is expanding the number of interpreted places the public can go to enjoy cultural resources. The BLM is promoting rural economic development by showcasing cultural resources with recreation and tourism potential.

BLM Library
Denver Federal Center
Bldg. 85, OC-521
P.O. Box 25047
Denver, CO 80225

Law Enforcement

The BLM protects natural resources, such as its wildlife and historic artifacts on public lands from illegal activities. Among the laws the BLM enforces are the FLMPA, the *Archaeological Resources Protection Act of 1979* and the *Wild Free-Roaming Horse and Burro Act of 1971*.

Special agents investigate and prosecute individuals who sell stolen artifacts on the black market to private museums and art collectors throughout the world. In addition, the Bureau investigates and prosecutes individuals for the inhumane treatment of wild horses and burros. BLM Rangers help educate the public about proper land-use. They also patrol the public lands. Anyone caught vandalizing or destroying public facilities, setting fires to forests or rangelands, stealing mineral or vegetative products, polluting streams and lakes and dumping garbage is subject to prosecution.

Illegal drug activity on Public Lands is a major concern. The cultivation of marijuana, or disposal of methamphetamine lab residue endangers the safety of BLM employees and people enjoying Public Lands for recreation and other uses. The BLM is aggressive in its investigation and prosecution of individuals engaged in illegal drug activity and works closely with other agencies to eradicate marijuana and eliminate drug sites from Public Lands.

Fire Protection and Wildland Fire Fighting

From the rainforests of the Pacific Northwest to the deserts of the Great Basin to the shrub, pine and tundra of the Rockies, protection of lands from the ravages of wildfire is a major Bureau activity. Through periods of abundant precipitation to times of severe drought, protection is a cyclical effort involving many Federal and state agencies and encompassing fire prevention, advanced preparation, suppression and post fire activity. All functions are integrated according to individual agency and National fire plans with

coordination and cooperation as epitomized by the Boise Interagency Fire Center.

Prescribed burning is also an important aspect of fire management to lessen fire hazards, to facilitate regeneration or reforestation, or to improve the health of fire dependent ecosystems.

❖Action Events and Issues❖

Major events and issues impacting BLM's preservation and protection programs include:

Recreation Management

● Within the context of *Recreation 2000*, the BLM has developed use-specific policies and action plans for the following recreational activities:

• *Backcountry Byways*—As part of the National Scenic Byways program, Backcountry Byways are existing roads that showcase the beauty, scenic diversity and the recreational opportunities on the public lands. Fifty have been designated to date, with approximately 10 planned for designation next year. BLM is currently involved with DOT developing plans for designation of National Scenic Byways.

• *Mountain Bicycling*—The fastest growing sport in the U.S. is exploding onto the public lands. BLM is internationally recognized as the land management expert in this area in order to protect fragile resources and visitor safety and provide quality recreation opportunities. BLM has developed a national strategy that encourages responsible use, trail and support facility development, partnerships, volunteer assistance in trail construction and maintenance, and public environmental education.

• *Trails*—BLM continues to implement partnerships with major recreational user groups to develop, maintain and protect trails for both motorized and non-motorized use on the public lands.

Planning for the Oregon Trail Sesquicentennial Celebration is currently underway for a FY 1993 Oregon Trail Sesquicentennial celebration. There is a great deal of public and Congressional interest in the trail, and celebration.

• *Travel and Tourism*—BLM recently entered into a Memorandum of Understanding with the U.S. Travel and Tourism Administration and other land managing agencies to promote tourism in support of rural communities.

• *Watchable Wildlife*—is a national program among land managing agencies, state wildlife agencies and national wildlife conservation groups to identify significant sites for public wildlife viewing on all public and private lands. The purpose is to educate as well as encourage protection of habitat and species.

• *Wild and Scenic River Designation*—BLM is conducting evaluations of potential Wild and Scenic Rivers through its RMP process which is identifying numerous segments eligible and suitable for possible designation. This process could be significantly enhanced by amending the legislative and reporting requirements within the Department in concert with other agencies and state and Congressional delegations.

• *Recreational Fisheries Policy*—is a program in conjunction with the Forest Service, to promote responsible recreational fishing on inland waters administered by both agencies. The goal is to reduce activity in over-fished areas, diversify pressure, and undertake specific programs for habitat protection and species enhancement.

Wilderness Review

● The Bureau has completed its wilderness inventories, all wilderness studies, and submitted statewide reports containing the Bureau's recommendations for those eligible lands that should and should not be designated as wilderness. The reports were all submitted to Congress by January 5, 1993. Bureauwide recommendations are to designate 330 areas as wilderness encompassing nearly 10 million acres of BLM administered land.

The Congressional delegation from each affected state may introduce wilderness legislation for BLM-administered lands. Such legislation may or

may not use the recommendations submitted by the Bureau. In any event, as legislation is introduced, the Department must develop a position in support of or in opposition to, as well as to make preparations to manage future wilderness areas resulting from legislation.

California Desert Conservation Area

The California Desert Conservation Area (CDCA) was formerly created by FLPMA in 1976. FLPMA mandated that a plan be formulated to direct the management, use, development and protection of this unique desert expanse.

The Desert Plan was approved by the Secretary in 1980 following the appointment of a knowledgeable, broad-based advisory committee, scores of public meetings and hearings, review of more than 50,000 public comments and expenditures of $8 million in Plan development. The Plan, emphasizing preservation, protection, recreation use, and balanced development of desert resources, guides management of more than 12 million acres of BLM-administered lands within the 25 million acre CDCA.

Despite past support from Administrations of both parties, legislation introduced in the late 1980's sought to fundamentally modify the Plan. Proposed expansion of wilderness area designations and the transfer of large tracts of land out of BLM administration to more single-use purposes would affect millions of acres of the CDCA. Similar legislation has been reintroduced early in the 103rd Congress as S21 and HR518.

Heritage Education

- "Heritage Education," a spinoff of Adventures in the Past, is the BLM's flagship education program. Heritage Education uses the millions of archaeological and historic sites on public lands to support children's education and to strengthen children's personal responsibility for the stewardship of America's cultural resources. A 5-year strategy plan identifies 14 education programs designed to capture, enhance, and sustain children's interest in archaeology and history.

To date, BLM has conducted three regional "Adventures" events (Four Corners, Great Basin, High Plain tributes) and 1 commemorative event (Columbus Quincentennary). Planning is under way for 1993 Oregon Trail Sesquicentennial and 1994 "Riches From the Earth," the history and prehistory of mining. Education programs which have been implemented include: Campaign video with Teenage Mutant Ninja Turtles, Articles for Teacher Magazines, Children;s Magazine, Project Archaeology teacher's guide, evaluation of Hands-On and Archaeology kits. Teacher Internships, and State Partnership Projects.

BLM should establish FY 1994 priorities for Heritage Education by August 1993, in order to continue the program.

Disposition of Archaeological Artifacts

- *Manage museum property*: In response to The Native American Graves Protection and Repatriation Act, BLM is tasked with increasing its control and accountability of museum property, including archeological and ethnological collections, human remains, associated funerary objects, sacred objects, and objects of cultural patrimony. BLM is required to identify them geographically and culturally and notify appropriate tribes within 5 years. BLM may have up to 18 million objects which may be subject to tribal repatriation under the Act. Requirements of the act will impose a significant workload on BLM over the next 5 years.

Fire Protection

- *Implement the National Fire Plan*: A National Fire Plan was completed in 1991 that included a cost analysis to determine the most cost-effective preparedness levels for the average fire year. The analysis considered the relationship of the total costs of preparedness suppression, and fire damages to achieve the optimal level of preparedness funding needed to minimize suppression costs and resource damages. The BLM is in the process of updating these plans, which should be completed in FY 1994.

Energy and Minerals

❖The Program❖

The BLM regulates and manages the exploration, development and extraction of minerals and energy sources on Federal and Native American lands, in coordination with other federal agencies, state and local governments, industry and conservation groups. The Bureau's role is to balance the needs of the public for these resources, considered vital to National security and all facets of the American economy, while ensuring protection of the environment.

The BLM leases and sells certain on-shore minerals; others are locatable under the *Mining Law of 1872*. Included are products as diverse as common variety building stone and gravel to strategic and precious metals; from oil, natural gas and coal to less traditional energy sources such as geothermal steam and oil shale; and from potash and bi-carbonates to rare earths.

BLM's minerals management responsibilities include: mineral assessment and evaluation, land-use planning, environmental analysis, issuance of leases, recording and annual filing of mining claims, review of plans for exploration and development, and inspection, enforcement and production verification of leases and mining operations to ensure compliance with approved plans.

Over the years, the BLM has developed and implemented major initiatives to ensure protection of the surface and subsurface environment. For example, the BLM has initiated a new inspection and enforcement strategy for oil and gas operations, providing greater production accountability and has initiated a new program to properly plug and clean up "orphan" wells and operations which were drilled many years ago and the entities responsible are no longer in existence.

BLM has also established surface management regulations to prevent unnecessary and undue degradation from mining operations. Since issuing its regulations, the BLM has steadily increased its emphasis on surface management including enhanced inspection and enforcement, safeguards for the use of cyanide or other toxic leachates, removal of illegal occupancy, and improved bonding requirements.

In an action designed to boost the economy and avoid wasting resources, the BLM has issued a rulemaking that allows for a reduced royalty rate for stripper oil wells so that operators will get the maximum amount of economically recoverable oil from a reservoir or field. Keeping stripper wells in production and bringing shut-in wells back on line will help promote stability in the domestic oil industry with minimal environmental

Highlights

- *Administers proven oil and gas reserves of 1.4 billion barrels and 12.5 trillion cubic feet respectively; administers leases with annual production of 156 million barrels and 1 trillion cubic feet*
- *Manages one-third or more of the nations' deposits of lead, potash, gold, sodium, uranium and oil shale*
- *Administers over one million mining claims on Federal lands*
- *Manages one-third of the Nation's coal resources with over 25% of the annual domestic production*
- *Developed a series of published On-Shore Oil and Gas Operating Orders establishing minimum technical standards for oil and gas operators*
- *Implemented surface management initiatives in the administration of the Mining Law*
- *Generates $947 million in rentals, royalties, fee revenues and additional Federal, state and local economic benefits*

impacts. About 3,000 requests for reduced royalty rates have been filed to date.

To provide for greater production accountability of sand, gravel and other mineral material operations, the BLM has developed a national policy on inspection and enforcement for those minerals.

Through land-use planning, environmental analysis, regular monitoring of operations, bonding of operators and cooperation with industry and other Public Land users, the BLM is striving to achieve environmentally sound development and reclamation of the Nation's mineral and energy resources and continues to use federal, state and local regulatory frameworks to respond to contemporary management needs. Scores of environmental conservation and land-use laws of the past 25 years are now a regular feature of these programs.

All of these activities are critical to maintaining a viable, domestic source of raw materials to meet future demands and limit national reliance on foreign sources for our mineral and energy requirements.

❖Action Events and Issues❖

Major events and issues in the Energy and Minerals Program that have near term implications involve:

Mining Law Activities

• *Revision of the 1872 Mining Law*: Congressman Rahall and Senator Bumpers sponsored several different versions of legislation to revise the 1872 Mining Law in the last session. In addition, several amendments to the 1872 Mining Law were considered in debate on the FY 1993 Interior Appropriations bill. Reintroduction of similar legislation is expected early in the next session of Congress. Some of the provisions which generated heated debate in the last session, are a) imposition of a royalty; b) continuation of the rental fee that was enacted for FY 1993 and FY 1994; c) obtaining fair market value for the surface of the lands under patent application; and d) imposition of strict reclamation and bonding standards. The administration will be expected to formulate a position on any new legislation introduced.

• *How to fund the BLM Mining Law Program*: In FY 1994, action will be required to determine the manner of funding this program either through holding fees or by direct appropriation. Holding fees will require legislative action in either the Appropriation Act language or substantive law.

• *Conduct Rulemaking for the Mining Claim Rental Fee*: Included in *The Department of the Interior's Appropriation Act for Fiscal Year 1993* was a provision mandating the collection of a $100 rental fee for each mining claim or mill site on Federal lands for FY 1993 and FY 1994. The final rulemaking is proposed to be published by June 1, 1993.

• *Issue New Bonding Regulations for Mining Claims*: A proposed rule modifying and extending financial guarantee requirements to insure reclamation of all mining related surface disturbance was published in the *Federal Register*, July 11, 1991. The final rulemaking is currently in the surnaming process.

• *Issue New Occupancy/Use Regulations for Mining Claims*: A proposed rule to regulate use and occupancy on unpatented mining claims was published in the *Federal Register*, September 6, 1992. Final rulemaking is planned for early 1993.

• *Amend the Surface Management Regulations at 43 CFR 3809*: A Notice of Intent to amend the surface management regulations for locatable minerals was published in the *Federal Register*, October 23, 1991. About 140 written comments were received in addition to comments from 250 public workshop participants. Comments are being used in the preparation of a proposed rule and draft EIS which are expected to be completed in 1993.

Coal Management Activities

• *Lease Coal Resources*: Interest in federal coal leasing has increased in the last several years due to Clean Air Act amendments and the low sulfur content of most western coals. The number of lease applications is increasing with more expected, and ten coal lease sales, some with sizable bonuses are expected to be held in FY 1993. Most applications are for additions to existing mines to obtain new reserves in order to compete for additional contracts. The continuing increase in the BLM's coal operations workload is a result of this increase in federal coal leasing.

• *Issue Coal Management Regulations at 43 CFR 3400*: Proposals to revise the Federal Coal Management Program regulations were published in the *Federal Register*, July 12, 1991. The proposals generated about 200 pages of comments, which were considered in the final rulemaking. The final rules are currently in the surnaming process.

Oil and Gas Activities

• *Drainage Protection for Federal and Indian Oil and Gas Resources*: During 1990, the OIG conducted an audit of the BLM's oil and gas drainage protection program and indicated that Federal and Indian lessors and the Government were not being adequately protected from loss of revenues through drainage. The report found that revenue losses could be at least $74 million if action plans were not implemented by BLM field offices to eliminate the backlog of about 25,000 unresolved drainage cases. Because of successful implementation of action plans, field offices have reduced the Bureauwide drainage case backlog to about 8,000 cases as of September 30, 1992. The drainage protection program generated about $72 million to the U.S. Treasury between 1988 and 1992, with total expenditures for the program of about $8 million for that period. The BLM will conduct an Alternative Management Control Review of the drainage protection program during 1993.

Mineral Materials Activities:

• *Issue Mineral Materials Regulations at 43 CFR 3610*: A proposal to provide for longer terms for mineral materials (*e.g.*, sand, gravel, clay) competitive sales contracts was published in the *Federal Register*, January 27, 1992. Public comments received on the proposal were analyzed and the final rulemaking has been completed by BLM and is currently awaiting OMB clearance for release.

• *Royalty Rates for Federal Trona Leases*: No adjustment has been made in royalty rates on Federal trona leases since 1965 when a 5 percent royalty rate was specified. A recent study by BLM in Wyoming indicates that Union Pacific Resources, who controls over 50 percent of the mineral rights leased for trona in southwestern Wyoming, has been requiring an 8 percent royalty on all its trona leases issued since 1978. The trona industry has shown significant growth, and competitive interest in trona properties has increased in recent years, indicating an increase in rates is warranted. The proposed increase in royalties is under discussion with the industry and the state of Wyoming. A Federal trona lease sale is planned for early 1993 and 38 existing trona leases are due for renewal in 1993. The notice of sale for new trona leases should be published soon.

• *Mineral Materials Legislation*: BLM lands are becoming increasingly valuable as sources of building material for highway and building construction, landscaping, etc. for communities located in the western United States. Barriers to achieving full use of mineral materials involve conflicts between mining claimants and mineral materials users over if the minerals in a specific area are subject to sale ("common variety") or location ("uncommon variety"). Resolution often involves labor-intensive administrative hearings.

The BLM initiated and the Department of the Interior supported legislation to modify *The Mineral Materials Act of 1947* to: 1) eliminate the term "common variety" from §1 of the Act; 2) expand the list of materials saleable under the Act to include several common materials not formerly listed—clinker, shale, slate, chert,

jasper, geodes, soil and caliche—and; 3) provide the Secretary of the Interior with the authority to determine as saleable other minerals of widespread occurrence that are suitable for mineral materials uses. Legislation was not passed by the last session of Congress and will need to be reintroduced in the current session.

Management of BLM Systems and Infrastructure

❖The Program❖

Vital to support of the Bureau's mission and public use of the public land is an array of buildings and structures, communication sites and facilities, roads and bridges, visitor centers and recreation sites and other forms of infrastructure under BLM operational control.

BLM also maintains managerial and administrative support which is vital to overall Bureau operations and its various program activities. These systems, processes, and services include a mix of general administrative functions, management direction and evaluation throughout all organizational levels, as well as automation of data and data processing for improved efficiency and effectiveness.

Infrastructure Management

In addition, to its managerial and administrative processes and systems, the BLM has an extensive network of structures and facilities in support of its mission. The management and maintenance of this network enhances public and employee health and safety, protects resource values, and maintains usefulness of public investments in BLM facilities. A critical component that supports the physical and information infrastructure is the Public Land Survey System which covers over two-thirds of the nation and is a base building block for legal land boundaries and land ownership. This system also provides one of the base data layers for the National Spatial Data Infrastructure.

Technological and Scientific Applications

BLM is a major user of remote sensing, business automation and land information systems using GIS technology to enhance working efficiency and improve land and resource management decisions. BLM is a major participant in outside councils, organizations and symposia dealing with the application of such technology in the Federal sector such as the Federal Digital Geographic Committee and its Interior equivalent.

Being both a custodian of land information and a manager of land resources makes the BLM unique among Federal agencies. BLM is investing in automation, rather than additional staff, to effectively manage the public lands in the face of increasing demands for its uses (nearly 6 million requests per year). Automating the land records and resource information will allow BLM to speed responses to public inquiries and increase access to all BLM records. It will provide decision makers with a wider range of alternatives on which

Highlights

- *BLM has responsibility for over 1,600 structures and buildings, 2,500 developed and semi-developed recreation sites, 66,000 miles or roads and 9,000 miles of trails*
- *BLM processes 25,000 personnel actions each year in furthering its human resources activities*
- *BLM volunteers in 1991 contributed more than 920,500 hours providing work valued at $10.9 million at a cost to the agency of $1.3 million*
- *About 3,000 contracts and 91,000 procurement actions are processed annually in support of all BLM management functions*
- *Use of automation in routine operations is increasing rapidly—over 5,500 microcomputers are expected to be in use by 1993*
- *In 1992, BLM logged 25,392 hours of aircraft use in support of its various missions*

to make environmentally sound decisions concerning competing land uses.

In the spring of 1993, BLM plans to award a multi-year contract involving hundreds of millions of dollars to modernize its ADP systems and to implement ALMRS—the Automated Land and Mineral Recordation System.

Safety and Aviation

BLM makes effective use of aircraft for general transportation, fire fighting, logistical support and land and resource management activities. Safety is an integral part of all BLM activities in order to avoid costs, pain, suffering and death from avoidable accidents.

General Administration

General administrative services include staffing and recruitment of personnel, promotions and transfers, training, and personnel records, along with compliance with civil rights laws, regulations and equal employment opportunity recruitment objectives. In addition to the focus on BLM's own human resources, the Bureau continues to place emphasis on volunteers and other special partners to further its management goals and to create opportunities for the public and private sector to be involved in the stewardship of America's Public Lands.

General administration also provides for Bureau budgeting, finance and payroll to insure funds are justified, properly allocated and disbursed according to Federal fiscal standards. Procurement, contracting and property management provides the means to acquire needed goods, outside services and to insure that property and supplies are properly safeguarded. Maintenance of official files, central records and directives constitute another critical function together with dissemination of information about BLM activities by public affairs staffs throughout the Bureau. Audits, special studies and evaluations of Bureau organizations and functions are activities conducted to improve overall management efficiency, effectiveness, and accountability within the Bureau.

Finally, general administration includes an array of mandatory support costs—rental of space, mail and postal charges, telephone charges, unemployment and injured employee compensation—all necessary for the orderly operation of the Bureau.

❖Action Events and Issues❖

Major events and issues impacting the management of BLM's systems and infrastructure programs include:

Public Land Road System

The *Intermodel Surface Transportation Efficiency Act of 1991* (ISTEA) contained language which allows BLM to participate in the development of projects for funding from Federal Highway Funds. The legislative history included an expressed desire for BLM to establish a system of public roads serving BLM administered lands in similar fashion to the Forest Highway System now used by the US Forest Service.

These projects serve two of the stated objectives within ISTEA of rebuilding America's infrastructure, and promoting rural economic development through tourism.

The BLM's primary objective in this national initiative, is the formal designation of a Land Management Highway System (LMH). This system will be developed in consultation with the Federal Highway Administration (FHWA), state departments of transportation, local tourism organizations and other interested groups and individuals.

The FHWA is conducting a contract study exploring the future of the program as it relates to land managing Federal agencies. BLM should submit its position for consideration by the FHWA contractor in early 1993.

ALMRS/Modernization Contract

The BLM maintains and uses land, mineral and cadastral survey records that go back to the founding of the nation. They include a second generation of records created between 1955 and 1980. These records are old and disintegrating. The existing land records are manually created, difficult to use, and are maintained in diverse forms and locations. Maintenance and restoration of these records is labor intensive and not cost effective. Through ALMRS/Modernization, BLM is improving access to and preservation of 200 years of land records and related information as well as upgrading the platform for a variety of other ADP applications.

In May 1993, the procurement contract for the ALMRS/Modernization Project is scheduled for award. This contract is the largest automated data processing equipment purchase in the Department of the Interior and is the largest ever for the BLM. Hardware can be procured from this contract covering all three phases of the Project.

ADP Systems Modernization, the first phase, will be accomplished in FY 1993 and FY 1994. It is the initial delivery and installation in BLM offices of the first group of more efficient and less costly to maintain hardware, software and telecommunications equipment to serve both the BLM's program automation and administrative support systems needs. It will replace an existing series of earlier generation hardware and software with more efficient systems and a telecommunications network. The second phase, in FY 1995 and FY 1996, is the actual implementation of the Automated Land and Mineral Records System hardware and software, while the third phase, in FY 1997 and FY 1998, is an optional "resource component" that would utilize portions of the ALMRS system and also include additional natural resource data to assist the BLM in performing land use planning and environmental analysis.

In conjunction with the new ADP system itself, BLM must manage the vast volume of data in both ALMRS and other supporting program applications. BLM has been gathering the necessary data for use in ALMRS for the past 10 years. When ADP systems are in place, sufficient data will be ready for use in the operation of the system. However, other data will continue to be identified, collected, and automated. Managing this vast data base of information for both ALMRS and other program/administrative purposes, requires an ongoing, continuing process of monitoring.

Human Resources Strategic Plan

- The Department of Interior requested that each Bureau prepare a *Human Resources Strategic Plan*. The BLM had identified its own need for a strategic plan which will include a vision statement, established goals, and identified strategic objectives. The Plan will solicit input from many sources and when finalized, it will be approved and signed by the Director. The plan was recently approved by the BMT and has been issued.

Human Resources—Special Emphasis Programs

- BLM has been actively involved with numerous Human Resources initiatives including the Resource Apprenticeship Program (RAPS), the Cooperative Education Program, Special Emphasis Recruitment, and Alternative Dispute Resolution.

RAPS encourages continuation of education and stimulated interest in natural resource management among high school age young people, particularly minority students. The program has been focusing on outreach, recruitment and curriculum development in the field of law enforcement, cadastral survey, and natural resource management.

The *Cooperative Education* and *Special Emphasis College Recruitment* programs are focused on college age students. They are designed to aid in building a greater knowledge of BLM, developing understanding of natural resource management, and attracting new employees to BLM.

To broaden minority representation, BLM has launched an aggressive campaign to strengthen relationships with (1) Historically Black Colleges and Universities (HBCU) and, (2) the Hispanic Association of Colleges and Universities (by way of a memorandum of understanding). BLM has also signed a number of cooperative agreements that stress minority involvement in natural resources and is a contributor to the "American Indians in Science and Engineering Society."

The *Alternative Dispute Program* is authorized by Executive Order, with the objective to save time and money while promoting productivity in the work place. The BLM has signed an MOU with the center for Alternative Dispute Resolution at Bowie State University, a Historically Black University, for training, consultation, and the services of an expert in the field.

All of these initiatives are currently active. Future decisions will center on budgeting for and emphasizing the individual initiatives.

Natural Research Coordination Office

• Establishment of a national research center for coordination of BLM research and enhanced transfer of research results to on-the-ground implementation. (See page 9.)

Organizational Studies

• Headquarters Downsizing: In February 1991, the BMT discussed the need to continue to improve the quality and quantity of services to internal and external customers. After completion of an internal review and management discussion, the BMT decided to pursue a 3-phased initiative as follows:

• Downsize significantly the Headquarters office by moving functions and personnel closer to the resources that BLM manages. This involved increasing the responsibilities and staff capabilities of existing Field organizations and reorganizing the Washington Office under Secretarial Order.

• Review Field organizations with the objective of increasing efficiency and effectiveness. (See separate discussion below)

Most transfers (identified in FY 1991) of selected Headquarters positions to existing Field organizations have been completed: the remaining transfers will occur in FY 1993. Preparation of a Departmental Manual section on the BLM Organization implementing the Secretarial Order is underway.

The Secretarial Order requires submission of the Departmental Manual section within 6 months of the signature date—by mid-February 1993, for which Departmental approval is required.

• BLM-2015: As part of the BLM Organization Initiative, the BMT decided to review the Field organizations with the following goals:

• Increase the efficiency of the BLM in providing quality resource management and service to the public by eliminating duplication and streamlining processes.

• Reduce overhead and management costs.

• Increase the number of operational (on-the-ground) employees.

In this regard, the BLM has embarked on a review and reengineering of significant processes. Work groups are employing quality management principles and focusing on customer (both external and internal) needs in addressing their specific areas. Under the first phase of this reengineering effort, 9 subject areas have been reviewed. The BMT met in early December 1992, reviewed reports from the 9 process review work groups and approved an implementation sequence. Follow-up actions will begin in early 1993. It is the BMT's expectation that additional "rounds of reviews" will be conducted until these and other major processes have been analyzed and made more efficient and effective. Based on the results of these process reviews, the BLM can better determine the most appropriate organizational

structure for the Bureau. In addition, the Office of the Inspector General issued a final report in January 1992, titled *Staffing and Resource Allocation in the BLM*. The focus of the IG's recommendations dealt with reducing overhead and management costs in the BLM and revising the Field organization structure.

Americans with Disabilities Act Implementation

- This act, while having limited emphasis on the BLM, brings greater awareness to programs for the disabled. Pending proposals to explore these programs affecting employment, facilities, and access will require decision in early 1993.

Worker's Compensation Cost Reduction

- As a result of Government-wide and Departmental initiatives to reduce Worker's Compensation costs, a series of steps have been developed for implementation.

Federal Personnel Payroll System (FPPS) Implementation

- In accordance with Departmental direction, an implementation plan has been prepared for the first module of the FPPS whose target date is June 1993. The level of the organization to which FPPS will be placed will depend in some locations on the equipment made available by the award of the ALMRS automation modernization contract.

Postscript

From the foregoing presentations about its programs and issues, it is evident that BLM is an organization of great diversity and complexity. Clearly, BLM's programs are many, its issues multi-dimensional and its data measured in quantities of thousands and hundreds of thousands, millions, even billions.

BLM can be described as a Department within a Department, its responsibilities and activities ranging far beyond the narrow interests and missions of most Federal agencies. It is a Bureau who's multiple use mission and authorities invite controversy but whose base of land and resources cannot be matched in their contribution to the totality of products, services and natural amenities—yields made possible through reasoned, flexible, multiple use management by dedicated people. BLM represents the best in the future of public land management in a growing world of finite natural resources.

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